



PROCEEDINGS

EXPERTS MEETING ON GENDER MAINSTREAMING OF POVERTY REDUCTION STRATEGY PAPERS IN SELECTED AFRICAN COUNTRIES



Southern Africa - Sub-regional Resource Facility (SURF)

In collaboration with UNIFEM - Regional office for Southern Africa.

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(BDP) New York.**

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LIST OF ACRONYMS

| | | |
|--------|---|---|
| CIDA | - | Canadian International Development Agency |
| COMESA | - | Common Market for Eastern and Southern Africa |
| DFID | - | Department for International Development |
| GAD | - | Gender and Development |
| GDP | - | Gross Domestic Product |
| GRB | - | Gender Responsive Budgeting |
| GTZ | - | Deutsche Gesellschaft für Technische Zusammenarbeit |
| HIPC | - | Highly Indebted Poor Countries |
| IPRSP | - | Interim Poverty Reduction Strategy Paper |
| MDG | - | Millennium Development Goal |
| MTEF | - | Medium Term Expenditure Framework |
| NEPAD | - | New Partnership for African Development |
| PRGF | - | Poverty Reduction Growth Facility |
| PRSC | - | Poverty Reduction Support Credit |
| PRSP | - | Poverty Reduction Strategy Paper |
| PSIA | - | Poverty and Social Impact Assessment |
| SADC | - | Southern African Development Community |
| SARPN | - | Southern African Regional Poverty Network |
| SURF | - | Sub-Regional Resource Facility |
| UNDP | - | United Nations Development Programme |
| UNECA | - | United Nations Economic Commission for Africa |
| UNIFEM | - | United Nations Fund for Women |
| WID | - | Women in Development |

EXECUTIVE SUMMARY

The Experts Meeting on Gender Mainstreaming of Poverty Reduction Strategy Papers (PRSPs) in selected African Countries opened in Pretoria, South Africa on Monday, 24 March 2003. **The meeting, hosted by UNDP/Southern Africa SURF, was funded by the Global Gender Programme of UNDP Bureau for Development Policy (BDP) New York** with additional financial support from the UNIFEM Regional Office for Southern Africa and the Southern Africa SURF. It brought together 40 participants drawn from the Governments of Botswana, Mozambique, Rwanda, South Africa, Zambia and Zimbabwe, civil society organizations, including the Southern African Regional Poverty Network (SARPEN), Gender Action and FOWODE, the SADC Gender Unit, UN agencies (UNDP, UNIFEM and UNECA), World Bank, UNDP SURF Kathmandu, and donor agencies (CIDA, DFID and GTZ).

The objective of the meeting was to provide a forum for concrete and action-oriented dialogue on the important challenge of mainstreaming gender into national poverty reduction strategies and capacity development. The meeting provided an opportunity for sharing experiences, good practices and lessons learned, identifying capacity building needs through Experts' presentations, plenary sessions and small group discussions. This initiative was undertaken within the framework of follow-up activities to the implementation of the Beijing Platform of Action, which provides a comprehensive framework for gender equality and the empowerment of women, with particular reference to poverty reduction.

Participants worked to develop and strengthen the operationalisation tools for engendering PRSPs and discussed how best to link these to overall planning, with a view to improving priority gender related interventions. Participants also discussed the status of gender responsive budgeting in the region, with a particular focus on the extent to which this process has been integrated into such key planning tools as the PRSPs. Participants also looked at the resource implications of gender related interventions within the context of Medium Term Expenditure Frameworks and the PRSPs and discussed ways to develop sex-disaggregated monitoring and evaluation indicators to assess outcomes and impacts of policies and interventions.

The outcome of the Experts' Meeting, as reflected in the recommendations, centred around five core themes: seeking conceptual clarity around poverty and gender that is both academically rigorous and action-oriented; calling for political commitment and policy coherence around gender and development; creating institutional knowledge and frameworks for gender and poverty reduction; enhancing human capacity development and resource sharing; and refining tools and methodologies for the implementation of gender mainstreaming at all levels of policy making.

The key recommendations of the Workshop are highlighted at the beginning of this Report.

KEY RECOMMENDATIONS

The presentations, deliberations and group discussions that took place over the three days culminated in the presentation of a set of 25 key recommendations that participants felt would enhance the process of engendering PRSPs. The recommendations are organized into five broad categories as follows:

Conceptual Clarity around Poverty and Gender

- ▶ In order for PRSPs to be effective in addressing the needs of the very poor, they should be informed by a deep analysis and greater understanding of who the poor are; what are the causes of poverty; what are the constraints of moving out of poverty. There is also need for a better understanding of gender and its centrality to development.
- ▶ The importance of avoiding clichés and going into a deeper level of inquiry for analytical rigour, thus thinking about the real implications of such terms as:
 - “Female headed households”
 - “Vulnerable groups”
 - “Gender mainstreaming”
 - “Empowerment”
- ▶ Greater analysis and understanding of the social construction of human relations and the poverty/ Gender/ Food security and HIV/AIDS nexus in Southern Africa, including gender based violence.
- ▶ PRSPs should reflect the existing national development context and not be developed simply to fulfill donor conditionalities. They should be centered on other national development frameworks and processes.

Political Commitment and Policy Coherence around Gender and Development

- ▶ There still needs to be more focus on gender mainstreaming of macroeconomic frameworks; including the MTEF as an entry point into engendering the national budgetary process.
- ▶ There is value-added in adopting a structured approach for gender mainstreaming within an institutional framework, together with high level political commitment that is crucial for engendering macroeconomic frameworks.
- ▶ The importance of identifying and monitoring development indicators for their gender-responsiveness from policy formulation to implementation;

thus avoiding “Policy Evaporation” and ensuring a follow up on political gender commitments.

- ▶ Advocacy to sensitize stakeholders, including local authorities, to the importance of engendering MDGs, given the central link between PRSPs and MDGs.
- ▶ Greater collaboration with inter-governmental organizations such as SADC, the NEPAD secretariat and COMESA, and regional UN agencies such as UNECA and UNIFEM, in the process of engendering macroeconomic policies and frameworks.
- ▶ Integrating gender-responsive budgeting into national and sub-national budget cycles, with a particular focus on economic policy and revenue analysis.
- ▶ Promote gender equality as an MDG goal in its own right and use it to link PRSPs and budgets to international commitments on gender (CEDAW, CRC and UDHR).
- ▶ UNDP should use the existing coordinating mechanisms within the framework of UNDAF to ensure the participation of all UN agencies in supporting the process of engendering PRSPs and budget frameworks.
- ▶ Support for Gender Responsive Budgeting at regional level should be done in a coordinated and transparent manner in consultation with the relevant national institutions, depending on specific country context.

Creating Institutional Knowledge and Frameworks for Gender Mainstreaming and Poverty Reduction

- ▶ Capacity strengthening of Ministries of Gender to enable effective participation in the MTEF process, overall budget negotiation and macroeconomic policy formulation. Similarly sensitization of the Ministries of Finance on the centrality of gender to development; and the importance of gender-responsive budgeting.
- ▶ PRSP processes need to make greater use of data to inform policy, with a particular reference to sex-disaggregated data and time-use surveys.
- ▶ Refocus the roles of gender Ministries to be more strategic in policy analysis, gender mainstreaming, coordination, monitoring and evaluation of gender programmes. Also ring-fence resources allocated to gender.

Enhancing Human Capacity Development

- ▶ Future workshops of this kind should include civil society organizations, especially as major stakeholders in the PRSP process.
- ▶ Build capacity in economic analysis and policy formulation in the Ministry of Gender, and gender capacity should be developed in the Ministry of Finance and all other sectors.
- ▶ Strengthen the constituency for gender equitable policies by building the capacities of parliaments and civil society in engendering economic policy and in GRB analysis.
- ▶ Continue consultation for information exchange and sharing of experiences.

Refining Tools and Methodologies for Gender Mainstreaming

- ▶ Developing gender-responsive indicators for monitoring and evaluation of empowerment, and access to and control over economic opportunities for women;
- ▶ The need for capacity enhancement and the development of an Africa-specific easy-reference guide for gender mainstreaming of PRSPs and budgets for policy makers.
- ▶ Include overviews on the status of country PRSP formulation and the process of engendering PRSPs in future workshops.
- ▶ Document good practices on engendering PRSPs and GRB;
- ▶ Regional institutions should assist national governments to develop gender-aware analytical tools to evaluate impacts of their policies on poverty reduction, and to serve also as an advocacy tool for the formulation of sound policies.

DAY PROCEEDINGS

DAY ONE: MONDAY 24 MARCH

SESSION ONE:

OPENING

The Experts Meeting on Gender Mainstreaming of Poverty Reduction Strategy Papers (PRSPs) in selected African Countries, which opened in Pretoria, South Africa on Monday, 24 March 2003, **funded by the Global Gender Programme of UNDP Bureau for Development Policy (BDP) New York** with additional financial support from the UNIFEM Regional Office for Southern Africa and the Southern Africa SURF, was organized to provide a forum for concrete action-oriented dialogue on mainstreaming gender into national poverty reduction strategies. Specifically, the Forum aims to:

- develop and strengthen operationalization tools for engendering PRSPs;
- identify the status of gender responsive budgeting in the Southern Africa sub-region, with a particular focus on the extent to which gender budgeting is an integral part of national development planning;
- prioritize and cost gender-related interventions within the medium term framework of the PRSPs;
- adopt a sex-disaggregated monitoring and evaluation framework to assess socio-economic outcomes and impacts of national policies and interventions aimed at poverty reduction.

Welcoming remarks were made by Dr. Joseph Mugore, Chief, Southern Africa SURF. Statements were presented by Ms. Nomcebo Manzini, UNIFEM Regional Director for Southern Africa; Mr. Mark Blackden, World Bank; Mr. Alfred Latigo (on behalf of Ms. Josephine Ouedraogo, Chief, African Centre for Gender and Development, UNECA); and Dr. Janet Macharia (on behalf of Ms. Aster Zaoude, Senior Gender Advisor, UNDP/NY). Dr. John Ohiorhenuan, UN Resident Coordinator and UNDP Resident Representative, presented the Keynote address.

In his welcoming remarks, Dr. Mugore challenged participants to analyze more deeply the co-relation between gender and poverty. What is required, he noted, is a “conceptual quantum leap and massive paradigmatic movement (not just a mere shift) to excite organizations and decision makers on the centrality of gender equality to development”. It is not about making a case for gender equity, but more about effective strategies to get there at every level.

The UNIFEM Regional Director for Southern Africa, Ms. Manzini, focused her remarks on the feminization of poverty and the linkages between Gender, HIV/AIDS and poverty, noting that at the core of these intractable human development challenges was the issue of gender and power relations. She also underscored the importance of disaggregating data to inform policy decisions.

Allied to this is the need to set and monitor indicators to assess whether policies are actually being implemented and whether or not they are making a difference.

In his statement, Mr. Mark Blackden of the World Bank noted that Gender provided a significant opportunity and a common agenda for all stakeholders to collaborate and address key development challenges, the most pertinent of all being poverty reduction. PRSPs are of significant importance to development, because they provide the framework around which countries define and address poverty. However, PRSPs must be centred on countries' own national development processes. The extent to which Poverty strategies will be effective will ultimately be determined by three main paradigms:

- A greater understanding of poverty and its causes;
- A better understanding of gender and its centrality to development;
- A deeper commitment towards including the poor in economic growth processes.

Mr. Alfred Latigo, speaking on behalf of Ms. Josephine Ouedraogo, UNECA, concurred with previous speakers on the significance of PRSPs to development in Africa, but highlighted some gender-related challenges to making PRSPs gender inclusive:

- Ensuring a greater focus on women, who constitute over 60% of Africa's poor people, in poverty reduction strategies;
- Addressing gender inequality that persists in access to and control over productive assets;
- Ensuring that women's work is accounted for in national statistics;
- Fostering commitment at the highest levels of decision-making for gender equality in poverty reduction strategies.

Ms Aster Zaoude, Senior Gender Advisor at UNDP-BDP, New York, was unable to attend the conference and her statement was read out on her behalf by Dr. Janet Kabeberi-Macharia. She noted that the Experts Meeting fell within the follow up activities on the implementation of the Beijing Platform of Action initiative as well as within the commitments made by states under the Millenium Declaration. Ms. Zaoude pointed out that gender equality is not merely a desirable by-product of human development but is a core goal in its own right and that any form of gender discrimination is a denial of human rights and an obstacle to human development. She noted that UNDP's policy on gender is outlined in the "*Gender Equality Practice Note*" which reflects a more multidisciplinary approach towards gender mainstreaming and follows a three-pronged approach:

- develop capacity – both in-country and in-house – to integrate gender concerns in the six practice areas;

- provide policy advice that is both pro-poor and pro-women; and
- support stand-alone operational interventions for gender equality in collaboration with UNIFEM.

Ms. Zaoude said that the “*Gender Equality Practice Note*” sought to demystify gender mainstreaming by providing straightforward suggestions on how to focus attention on gender, providing effective entry points for advancing gender equality and addressing the relationship between gender and the UNDP’s agenda for gender equality. She argued that because poverty and gender discrimination are so closely intertwined efforts to effect gender mainstreaming in PRSPs should be seen as a key priority.

Dr. John Ohiorhenuan, the UN Resident Coordinator and UNDP Resident Representative noted in his keynote address, that as a result of its steady increase and intractability, poverty has become the focus of the international development community. African countries have embraced the Poverty Reduction Strategy Paper as the dominant vehicle for macroeconomic and structural reform. NEPAD also provides a strategic framework for dealing definitively with Africa’s massive poverty challenge, emphasizing the ownership and responsibility of its leaders for the destiny of the continent. However, for poverty reduction strategies to succeed, gender must be fully integrated, because the face of poverty in Africa is “quintessentially female”. He noted that the cost of not harnessing the full potential of every single member of the society exacts costs in terms of lower economic output and lower social wellbeing. He identified three key issues needed to inform effective poverty-conscious macroeconomic policy: an analysis of who the poor are; why they are poor; and what constrains their moving out of poverty. Having explicitly recognized and targeted the various faces of poverty, policy design and implementation must then be based on the dictum of “more to those who have less”.

A vote of thanks was moved by Ms. Emmie Wade, Deputy Chief, SURF to the partners, resource persons, participants and the UN Resident Coordinator and UNDP Resident Representative, expressing great satisfaction at the level of collaboration at all levels.

SESSION TWO:

GENDER AND POVERTY - CONCEPTUAL POLICY ISSUES

The second session of the morning began with a *Conceptual and policy overview on engendering PRSPs* by Ms. Elaine Zuckerman. She began by tracing the genesis of PRSPs and the movement emanating from CSO pressure to launch PRSPs. She presented three important arguments for engendering PRSPs: the first being the "Poverty Reduction case", which asserts that in order to achieve poverty reduction goals PRSPs must identify and address the gender dimensions of poverty. The second argument is the "Business - World Bank case", which provides compelling evidence that gender inequality is costly to development (*Engendering Development*, World Bank 2001). The third important reason for engendering PRSPs is the "Human Rights Case", which recognizes that gender equality is the foundation for full and equal human rights for all.

There are four key considerations to make in engendering PRSPs:

- Identify and analyse gender gaps;
- Devise strategies to redress the gaps;
- Develop indicators to monitor the narrowing of these gaps;
- Allocate funds for "gender gap reduction" (or engendering the budget).

In proposing a methodology for engendering PRSPs, Ms. Zuckerman selected the cases of Bangladesh and Rwanda as good models in terms of process and content. In the case of Rwanda, there was an analysis of every sector of the I-PRSP; advocacy with key stakeholders and the "Drafting Team" to sensitize them on the centrality of gender to the PRSP; and a workshop of all stakeholders led by the Ministers of Finance and Gender facilitated by civil society groups to obtain commitment and buy-in. Bangladesh's approach is very similar. In some countries, there are follow-up committees to ensure that all sections of the PRSP are engendered. In conclusion, Ms. Zuckerman noted the importance of continuing with Gender advocacy of PRSPs because of the integral link between gender and poverty.

Mr. Mark Blackden's paper *Integrating Gender into Poverty Reduction Strategy Papers (PRSPs) in Sub-Saharan Africa* began with an illustration by country of various gender gaps in different sectors of the economy, and comparative statistics of weekly work hours by task and sex. The overall effect was the manifestation of the glaring disparities that exist in access to and control over human, economic and social assets. In response to concerns voiced earlier that frequently excellent ideas and gender analyses tend to disappear when it comes to formulating strategies and implementing programmes, he noted that the Netherlands had coined the phrase "policy evaporation" for this phenomenon. Rather than trying to adopt a totally new approach to dealing with gender-based

inequalities, Mr. Blackden noted that it was more feasible to integrate gender within already existing macroeconomic frameworks. Failure to do this would inevitably limit economic growth and diminish the effectiveness of poverty reduction efforts.

The paper concluded by proposing strategies for engendering four key components of the PRSP:

- Poverty diagnostics;
- Priority development actions;
- PRSP monitoring; and
- PRSP participation.

Anne Githuku-Shongwe presented the last paper of the morning entitled "*Drawing Linkages between Gender, Poverty and HIV/AIDS*". Based on the conceptual model outlined in the book "*Integrative Structural Theory of Gender and Power*", the paper identified three main social constructions that characterize relations between men and women:

- Sexual Division of labor – allocating certain roles and responsibilities to women and men;
- Sexual Division of power – denoting inequality in power between the sexes; and
- Division of affective attachments and social norms – dictating appropriate sexual behavior.

Examining the linkages between Poverty, HIV/AIDS and gender, the paper gave examples from different countries in Southern Africa of the impact of the HIV/AIDS pandemic, and the danger of overlooking existing gender inequalities in PRSPs. It has been established, for example, that mainly due to poverty, girls of the 19 – 20 age group are six times as vulnerable to HIV infection as are boys in the same age bracket because they exchange sex with older men as a means of livelihood, often with parental consent). HIV/AIDS has exacerbated the food crises in Southern Africa, eroded household and national incomes, increased the burden of women as care givers, and resulted in negative development trends in all development sectors. Understanding, therefore, the social construction of human relations and the inter-linkages between poverty, HIV/AIDS and gender inequality is critical to developing sound and effective poverty reduction strategies.

PLENARY DISCUSSION

The three presentations elicited a lively discussion between participants. The key points arising from these discussions are summarized below:

- ▶ The need to examine the causes of resistance to strategic policies on poverty reduction, and seeking windows of opportunity for engendering key development frameworks, including lobbying for political commitment to gender equality at the highest level.
- ▶ Identifying the power brokers and strategic allies both at individual and institutional levels to help push the “gender agenda”.
- ▶ The importance of backing advocacy with evidence of good practice and viable technical input, particularly in the case of engendering PRSPs.
- ▶ The importance of monitoring indicators because it is not evident that an engendered PRSP will automatically transform into effective and gender-responsive implementation.
- ▶ The need to move to action by developing national-owned and “usable” tools for costing women’s unpaid labour and enhancing policies in support of pro-poor growth.
- ▶ Engendering Poverty and Social Impact Assessments (PSIAs) as an important strategy for enriching and widening the debate on the differential impacts of policy measures on people’s lives.
- ▶ Revisiting the concept of “mainstreaming gender”, which denotes an “add on” to existing frameworks, instead of gender being at the “core” of development discourse.
- ▶ The need to monitor development indicators from policy formulation to implementation, thus avoiding “Policy Evaporation”.
- ▶ The importance of seeking interdisciplinary solutions to development challenges.
- ▶ Combating HIV/AIDS by placing male sexual behaviour as a matter of public policy, as was done in Uganda.

SESSION THREE:

ENGENDERING PRSPs AND THE MDGs

Ms. Elaine Zuckerman's presentation reviewed the 13 PRSPs prepared in 2002, 8 of which are from Africa. She noted that references to gender tended to be scattered and uneven. Specifically, she noted that:

- Three PRSPs were strongly engendered in many sections;
- The majority tended to apply a WID rather than a GAD approach;
- None identified strategies or indicators for monitoring to back up all gender commitments;
- Almost none of the PRSPs addressed the issue of social protection;
- None engendered structural adjustment measures.

Although the 2002 PRSPs were an improvement over previous ones in terms of their being engendered, there still needs to be more focus on gender mainstreaming. She also noted that gender mainstreaming needs to be extended beyond PRSPs, to other instruments including Poverty Reduction Support Credits (PRSCs), Poverty Reduction Growth Facilities (PRGFs) and investment loans. Ms. Zuckerman underlined the need for PRSPs to make greater use of available sex-disaggregated data.

Mr. Alfred Latigo of UNECA focussed his presentation on UNECA's support to Engendering PRSP processes. He noted that the overall strategy for the programme is to integrate gender perspectives into national development plans, and particularly into national accounts and national budgets as an entry point into PRSPs. The focus of the programme is to elaborate a strategy for quantifying women's non-market work in order to have it reflected in GDP. The presentation also stressed the importance of sex-disaggregated data in time-use surveys. He concluded his presentation by recommending:

- Greater advocacy for time-use surveys;
- More in-depth analysis of the contribution of non-market work to GDP;
- The need to develop an Africa-specific easy-reference guide for gender mainstreaming of PRSPs and budgets for policymakers;
- The need to develop a gender-aware model for evaluating fiscal policy impacts.
- Commitment of Ministers.

This presentation was followed by two case studies from Rwanda and Zambia on Mainstreaming Gender in PRSP and Budgets, by Mr. Vincent Karega and Mr. Nelson Nyangu respectively. The common threads in the two case studies were:

- The importance of adopting a structured approach in engendering macroeconomic frameworks, which hinges upon greater state-civil society partnership;
- The importance of participation and stakeholder involvement at national and local levels;
- The importance of seeking high-level political commitment;
- The need for establishing institutional frameworks;
- The need for capacity enhancement for engendering PRSPs and budgets.

In the case of Rwanda, Mr. Karega, noted that beyond the PRSP, it is important to provide for a monitoring and evaluation framework to ensure that the national gender policy is mainstreamed in all Government ministries. In the Zambian case Mr. Nyangu stressed the need for all stakeholders, both in government and civil society, to have a sound understanding of the rationale for working with GRBs.

The final presentation made by Ms. Anuradha Seth of UNDP SURF in Kathmandu, focussed on MDGs in the South Asia region. Taking each of the MDGs in turn, the presenter gave examples that demonstrated why, given the current policies and public expenditure priorities, all the countries of South Asia are unlikely to meet the MDGs within the stipulated time frame. The only exception to this trend is the possibility of meeting the MDG goal for access to safe water. She noted that of all the regions, South Asia was furthest behind in addressing the MDG gender goal. She also argued that the global indicators used to capture gender goals are problematic, for example the focus on school enrolment rates rather than on completion rates.

She suggested that three entry points for engendering MDGs could be identified:

- Moving away from global targets to developing country-specific or even district-specific targets linked to PRSPs or national poverty reduction strategies (for those countries without PRSPs). Setting country-level targets has been found to build national ownership around MDGs;
- Developing gender-sensitive budgets initiatives with a possible focus on public expenditure reviews. This is important since at present there are at least 7 methodological approaches used for Gender Sensitive Budget initiatives;
- Advocacy to sensitize stakeholders, including local authorities, to the issues of engendering MDGs, especially through bringing civil society organisations into the process.

PLENARY DISCUSSION

The following list captures the key discussions and recommendations arising from the various presentations in the afternoon session:

- ▶ Regional organizations, such as SADC should be more involved in the process of engendering PRSPs;
- ▶ The importance of generating sex-disaggregated quantitative data and analytical models to inform policy;
- ▶ The usefulness of generic models such as the World Bank's "*PRSP Source Book*" was questioned, especially if they are not adapted to national contexts;
- ▶ The importance of analyzing the impact of fiscal policy on economic growth and poverty reduction and their differential impact on various segments of the population;
- ▶ The need to ensure that funds targeted towards specific goals indeed achieve their intended results by demanding accountability and transparency at all levels;
- ▶ The role of gender Ministries in ensuring gender mainstreaming across all Government departments was queried, particularly in view of their constrained human resources and minimal budgetary allocations;
- ▶ The terms "vulnerable groups" and "heads of households" require further conceptual inquiry;
- ▶ The importance of political will for gender mainstreaming, particularly at the level of the Ministries of Finance, which are the key Government organ responsible for economic policy formation and budgetary allocation;
- ▶ The need to identify and address the key obstacles to gender mainstreaming, including the lack of sex-disaggregated data and human and financial resources.
- ▶ The need to create a regional think-tank to share knowledge on gender mainstreaming;

DAY TWO: TUESDAY 25 MARCH

SESSION ONE:

GENDER SENSITIVE BUDGETS

Four of the presentations made during this session focused on Gender Sensitive

Budgeting. Winnie Byanyima, MP Uganda, addressed *“Gender Sensitive Budgets and PRSPs: Conceptual and Policy Issues- drawing lessons from Uganda”*. This was followed by a case study from Kenya by Dr Aues Scek, GTZ, on the *“Gender Analysis of Ministerial Budgets”*. The third presentation from Mozambique was entitled *“Assessment of Gender Budget Initiatives”* by Maimouna Ibrahimu, and this was followed by a fourth presentation given by Nomcebo Manzini, UNIFEM, Regional Programme Director, Southern Africa , in the form of an overview of the work of the SADC Gender Budgets Core Group. The final presentation made by Anuradha Seth, *“Engendering PRSPs in South Asia”*, focused on PRSPs through a comparative analysis across four South Asian countries.

The key lessons arising from the presentations on Gender Sensitive Budgeting in terms of policy considerations are:

- ▶ The imperative for sectoral analysis of existing inequalities between men and women, as well as the need for ensuring that the budget reflects and addresses these inequalities;
- ▶ There is a crucial need to diversify indicators that measure women’s empowerment and that these should include measures of gender-based violence, labour force participation and the gender impact of armed conflict;
- ▶ Based upon the sectoral analysis, the budget should then re-prioritise expenditure allocations;
- ▶ The need to encourage monitoring of budgeting and expenditure to ensure that Government is fulfilling its obligations;
- ▶ The importance of encouraging the Ministries of Finance to develop budgets from a human rights perspective;
- ▶ The importance of using performance-oriented budgetary processes as a new entry point for Gender Responsive Budgeting. Such a process provides a better opportunity to analyse the beneficiaries of budgets, in what way they benefit and how to ensure a more equitable distribution of resources;
- ▶ Gender Responsive Budgeting should be a multi-entry process that targets various levels of resource allocation and distribution;
- ▶ In addition to the above it is also important to conduct public sector institutional assessments and initiate reform where necessary to create synergies and linkages between policy formulations for gender responsive budgeting and its implementation;
- ▶ It is important, for an effective gender responsive budgetary process, to both sensitise Ministries of Finance on Gender Responsive Budgeting and to also ensure that gender economists form part of the writing teams

- preparing macroeconomic policy frameworks, MTEFs and budgets;
- ▶ Conventional measures of women's empowerment are inadequate and there is therefore a need to develop viable indicators that measure key aspects of women's empowerment in areas such as labour mobility;
 - ▶ Assumptions about poverty and gender need to be interrogated, for example that the sex of head of household is not an accurate predictor of poverty.

The key lessons arising from the presentations on Gender Sensitive Budgeting in terms of policy challenges are:

- ▶ Patriarchal assumptions that underlie societal norms and behaviour are manifest in civil services. This can present barriers to the advancement of "alternative" or "new" development approaches, and can problematise the process of advocating Gender Responsive Budgeting;
- ▶ Insufficient and unreliable data, which is usually not disaggregated, presents a great challenge to making a strong case for Gender Responsive Budgeting. This is coupled with generally weak gender institutional frameworks;
- ▶ The generally weak capacities of Ministries of Gender hinders their effective participation in and influencing of MTEF and overall budget formulation processes;
- ▶ The involvement of civil society agencies in work related to Gender Responsive Budgeting needs to be acknowledged and encouraged;
- ▶ The lack of understanding of the various dimensions and facets of Gender Responsive Budgeting leads to ineffective policy decisions.

Anuradha Seth's focused on the degree to which South Asian PSRPs have been adequately engendered in her presentation "*Cross Regional Experiences: Engendering PRSPs in South Asia*". She based her analysis on the development of PRSPs in Nepal, Bangladesh, Pakistan and Sri Lanka. None of these four countries are designated HIPC countries but in view of their eligibility for PRGFs they are due to complete mandatory PRSPs by June 2003. Ms Seth argued that these PRSPs were being prepared within a macroeconomic framework that is in itself problematic. The fact is that these countries are experiencing negative growth rates and acute fiscal crises yet are still expected to develop MTEFs and PRSPs within the context of unrealistic and probably unattainable growth rates of between 5.5 - 6.5% per annum.

Ms Seth based her analysis on a model developed in an ICRW paper prepared for the MDG Task Force on Gender. This model proposes that gender disparities and inequalities be analysed using three conceptual domains:

- The first and most fundamental domain for analysis is the capability domain that encompasses education, health and food security;
- The second domain relates to access to resources and opportunities such land, property, credit and education;
- The third domain is the agency/empowerment domain that relates to the capacity to translate opportunities into the ability to make choices and decisions that can change outcomes.

Using these three conceptual lenses, gender assessments were undertaken of the PRSP Poverty Profiles of Nepal, Bangladesh, Pakistan and Sri Lanka. It was noted that sex- disaggregated data with respect to income and human poverty varies substantially across countries in the region. Examining the five core structural components of the PRSPs (macroeconomic policies, growth strategies, sectoral strategies, social protection and monitoring), she observed that the preparation of the PRSPs in these three countries was not adequately informed by the use of sex-disaggregated data. This raises important questions about the degree to which these PRSPs have been engendered, the extent to which gender disparities have been addressed, the degree to which policies facilitate women's empowerment, and the extent to which they contribute to the breakdown of gender inequalities. There is also concern that no *ex-ante* poverty impact assessments have been carried out on the differential poverty impacts of macroeconomic policies.

SESSION TWO

WORKING GROUP SESSION:

The participants broke up into the two working groups.

Group One, facilitated by Ms Elaine Zuckerman, was tasked with the following:

- Analyse the Rwanda IPRSP and gender analysis documents with the view of preparing an engendered PRSP and include monitoring indicators and budget elements)
- Providing recommendations on how to engender and IPRSP.

The group was divided into four sectors namely Poverty (trends and

characteristics); Enabling environment (state, good governance laws economic policy and environments); Economic growth (Macro, debt, trade, privatization, diversification etc); Sectoral polices (land rural environment, transport, energy, food housing education etc).

Group Two, facilitated by Ms. Winnie Byanyima, was tasked with following:

- Assess the application of three different tools for analysing the effectiveness of Gender Responsive Budgeting.
- Examine how time use studies can inform budget analysis
- Develop recommendations for follow up action for country level capacity enhancement on engendering budgets as well as regional level activities.

Both groups were scheduled to present their findings the following morning.

DAY THREE: WEDNESDAY 26 MARCH

SESSION ONE:

CONSOLIDATED REPORT OF WORKING GROUPS

GROUP ONE: Engendering PRSPs

FACILITATOR - MS. ELAINE ZUCKERMANN, GENDER ACTION

Group One examined the quality of gender analysis contained in the Rwanda IPRSP that was completed in 2001. The Group noted, however, that the final PRSP, published in 2002, is well engendered. In fact it has been rated as one of the three best PRSPs in terms of the extent to which it has been engendered.

Their overall finding was that gender analysis in the earlier IPRSP was scattered and uneven with a clear lack of sex disaggregated data, with the exception of

data on maternal mortality rates. There was a concern that the IPRSP focused on the geographical spread of poverty but failed to offer any clear analysis of prevailing power relations, patriarchal social structures and values, and the impact of conflict and genocide on women. The IPRSP also failed to elucidate methods for women's empowerment and access to leadership, resources and income-generating opportunities.

In order to facilitate a thorough review of the Rwandan IPRSP the Group broke up into four sub-groups to appraise the way in which the IPRSP reflected an adequate gender analysis in terms of poverty trends, the building of an enabling environment, the application of indicators and sectoral strategies. Some of the key findings were:

- The first sub-group compared the relatively modest availability of funds for micro-credit schemes (mainly for women) with the generous funding available for the rehabilitation of soldiers (mostly men). They found that the IPRSP failed to address this gender inequity.
- The second sub-group scanned the document for gender-biased language and found that in many instances the wording of the document entrenched gender inequities;
- The third sub-group noted the lack of gender-responsive indicators and recommended the development of gender sensitive indicators in the areas of employment, income, access to land and access to other productive resources;
- The fourth group scanned seventeen sector strategies and found that gender issues were not prioritized and that there was little analysis of the likely differential impact of policy measures on men and women.

A draft audit for engendering PRSPs prepared by the SA SURF was circulated to all participants who were requested to peruse the draft audit and forward their comments and inputs to the SURF Gender Specialist based in Pretoria.

GROUP TWO: Engendering Budgets

FACILITATOR - MS. WINNIE BYANYIMA, FOWODE

The group was composed of delegates from Botswana, Kenya, Mozambique, Zimbabwe, Rwanda and Zambia. They were also representatives from the World Bank Office and UNECA. The group was introduced to three types of tools that can be used in conducting gender responsive budgets:

- Gender based policy appraisals;
- Time-use surveys; and
- Gender aware budget statements

The facilitator of this session, Ms Winnie Byanyima, introduced participants to the three tools by examining three case studies. The first was a case study focussing on restructuring the Health Services (Home-Based Care) in Uganda. During the discussion of this case study, a gender-based policy appraisal was used. The following are the key issues arising:

- The criteria used in the provision of health services, which were the reduction in costs per patient, the rate of return of capital on investment and the length of time that patients stayed in hospitals, was purely based on economic efficiency, but completely ignored the equity efficiency indicators;
- The needs of women and men are different, but the approach used assumes equality of outcomes, which is not the case;
- Health outcomes and quality of services were not considered in the home-based care policy;
- The implications for care are not considered, in particular where additional costs are transferred to the household. Any increase in costs places a burden on women, and limits their time for other reproductive and productive work.

In its analysis, the Group outlined a number of key criteria that should be factored into the policy formulation process. Firstly, the full cost of providing health care should be calculated; secondly equity considerations should be part of the efficiency criteria; and thirdly the needs of beneficiaries should be taken into consideration when developing policies.

The second case study looked at a time use survey. It was noted beforehand that the data, which was provided in the case data, was incomplete. However, the major issues, which came out of this discussion, were the following:

- The case study demonstrates a clear division of labour, with the majority of women doing reproductive and care work. More than 85% of food production, care for the sick and the raising of children is done by women;
- The significance of this finding was noted and the inequities related to time/labour usage, and the way in which they are embedded as factors of production were highlighted;
- Time-use surveys can illustrate gender-related trade offs and externalities, for example when girl's education is sacrificed in favour of household demands;
- Linked to the fact that women are over-burdened, it was noted that they miss out on a number of opportunities: they are not actively involved in market activities, and have limited access to information.

In its analysis, the Group stressed that national policies need to minimise these trade-offs and build on existing synergies between sectors. Policy discourse should incorporate such basic analysis as how the provision of potable water frees

up time for girls to attend school. Similarly, the provision of adequate primary health care, and the introduction of alternative sources of energy and modes of transport can have a positive impact on women's time use. Policies also need to focus on developing a gender responsive school curriculum, on ensuring legal reforms and enforcement and on developing long-term vision to transform patriarchal societies. Crucial to all of these strategic initiatives is the need to collect accurate sex-disaggregated data.

The third case study focused on the 1998 Mozambican Budget. This case study analysed government expenditure using the gender aware budget statement. The data, however, was highly aggregated and it was therefore difficult to make any meaningful gender analysis. What was noted was that agriculture, forestry and fisheries received a disproportionately small budgetary allocation. Mozambique has an economy based on agriculture, with over 70% of women engaged in agricultural activities. The conclusion drawn was that the 1998 budget was not gender responsive.

In this context, the Group stressed the need for national budgets to reflect the realities of the agricultural sector in terms of time saving technologies, extension services, research and training, and provision of alternative sources of energy and transport designed to meet the different needs of men and women.

In summing up the three case studies, the Group made the following generic recommendations:

- ▶ In government, the Ministry of Finance should take the lead role in collaboration with the Ministry of Gender in engendering budgets and other macroeconomic development frameworks;
- ▶ Line Ministries should be involved in gender responsive budgeting;
- ▶ Each country should develop a plan for gender responsive budget activities and define roles and responsibilities;
- ▶ Refine existing budgetary tools and guidelines, and adopt country specific needs with flexibility;
- ▶ Generate and use sex-disaggregated data, which should include time-use surveys;
- ▶ Sequencing activities by learning from regional experiences;
- ▶ Selecting and agreeing on the entry point for the Gender Responsive Budgeting;
- ▶ Encouraging exchange of information;
- ▶ Situating GRBs in the context of the Medium Term Expenditure Framework/PRSP;
- ▶ Maintaining the continuous dialogue between government and civil society organisations on GRB;
- ▶ Budget processes should be reformed to increase the role of line ministries, civil society and private society;

- ▶ Gender budgeting procedures should be integrated in the budgeting guidelines by providing the situational analysis, statement of gender gaps and a gender budget statement;
- ▶ Exchange of experiences, information and strategies at sub-regional and regional level

SESSION TWO:

PRESENTATION OF RECOMMENDATIONS AND CLOSING REMARKS

During this session the final draft recommendations were presented in a plenary session.

In his closing remarks Dr Mugore made use of a topical metaphor to sum up the proceedings. He said that the world was at war with poverty and that meetings like this should be seen essentially as dress rehearsals for war. Following meetings should be reports on the progress of that war. Referring to the Southern African crisis Dr. Mugore made the point that meetings of this nature enabled those who work at the policy level to fully prepare themselves to address the HIV/AIDS / gender / poverty / governance crisis. In fact the UN, is currently mobilizing a global consensus on the Southern African crisis and developing innovative strategies to deal with crucial development issues. Dr. Mugore praised the participants for the quality of presentations, the high level of intellectual discourse and the determination that people demonstrated to finding solutions for the pressing development crises. He ended by declaring the meeting a success and thanking participants for their commitment.

ANNEX ONE: LIST OF PARTICIPANTS

EXPERTS MEETING ON GENDER MAINSTREAMING OF POVERTY REDUCTION STRATEGY PAPERS IN SELECTED AFRICAN COUNTRIES.

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ANNEX TWO: PROGRAMME

| | |
|---------------|--|
| DAY 1 | MONDAY, 24 MARCH 2003 |
| 08:30 -09:00 | REGISTRATION |
| 09:00 - 10:30 | SESSION ONE: OFFICIAL OPENING Chair: Janet Kabeberi-Macharia, Gender & Development Specialist SA SURF |

Welcoming Remarks:

Joseph Mugore, *Chief, SA SURF*

Statements by Partners:

- Nomcebo Manzini, *Regional Director UNIFEM-Southern Africa*
- Mark Blackden, *World Bank*
- Josephine Ouedraogo, *Chief, African Centre for Gender and Development, UNECA*
- Aster Zaoude, *Senior Gender Advisor, UNDP-NY*

Key Note Address and Official Opening

John Ohiorhenuan

UN Resident Coordinator and Resident Representative UNDP South Africa

Vote of thanks

Emmie Wade, *Deputy Chief, SURF SA*

10:30 - 10:50 **T E A / C O F F E E B R E A K**

| | |
|-------------------------|---|
| 10:50 - 13:00 | SESSION TWO: GENDER and POVERTY: CONCEPTUAL & POLICY ISSUES |
| (Macroeconomics) | Chair: Barbara Barungi, Poverty Reduction Specialist, Southern Africa SURF |

Engendering PRSPs: Conceptual and policy issues:

Elaine Zuckerman, Gender Action

Analysis of Country PRSPs through a gender lens: Gaps and Areas for intervention

Mark Blackden, World Bank

Drawing the Linkages between Gender, Poverty and HIV/AIDS:

Anne Githuku Shongwe, UNDP- Regional Programme on HIV/AIDS

Discussion

13:00 - 14:00

LUNCH

14:00 - 17:00
MDGs

SESSION THREE: ENGENDERING PRSPs and THE

Chair: Nomcebo Manzini, Regional Director, UNIFEM-Southern Africa

14.00 - 15.45

A Review of 2002 PRSPs: Selected case studies

Elaine Zuckerman, Gender Action

ECA Support to Engendering PRSP Processes in Africa:

Alfred Latigo UNECA

Mainstreaming Gender in PRSP and Budget: Case Study on Rwanda's PRSP

Vincent Karega, Director, Strategic Planning and Poverty Monitoring Department, Ministry of Finance and Economic Planning, Rwanda

Mainstreaming Gender into the Zambian PRSP

Nelson Nyangu, Director, Gender in Economic & Development Section, Gender in Development Division - Cabinet Office, Zambia

Discussion

15.45 - 16.00

TEA BREAK

16.00 - 17.30

PANEL DISCUSSION: MONITORING MDGs THROUGH A GENDER LENS:

Chair: Barbara Barungi, Southern Africa SURF

Panelists: *Barbara Barungi, SA SURF; Anuradha Seth, Kathmandu SURF; Nomcebo Manzini, UNIFEM SA; Mark Blackden, World Bank*

DAY 2 TUESDAY, 25 MARCH 2003

08:30 – 10:30 SESSION ONE: GENDER SENSITIVE BUDGETS

Chair: Vincent Karega, Ministry of Finance and Economic Planning, Rwanda

Gender Sensitive Budgeting and PRSPs: Conceptual and Policy Issues and Lessons from Uganda

Winnie Byanyima, MP Uganda

Gender Analysis of Ministerial Budgets: A case of Kenya

Aues Scek, Team Leader, Social Policy Advisory Services, Ministry of Finance and Planning – Poverty Reduction Unit, Kenya

Cross Regional Experiences: Engendering PRSPs in South Asia

Anuradha Seth, Poverty Reduction Specialist UNDP SURF, Kathmandu, Nepal

Assessment of Gender Budgets Initiatives in Mozambique

Maimouna Ibrahimu, Ministry of Planning and Finance

SADC Gender Budgets Core Group

Nomcebo Manzini, Regional Director UNIFEM

Discussion

10:30 -10:50 T E A / C O F F E E B R E A K

10:50 – 13:00 SESSION TWO: WORKING GROUPS

Chair: Janet Kabeberi Macharia, SA SURF

GROUP 1:

Developing a Practical Tool/Checklist for Mainstreaming Gender Including Identification of Gender - Related Indicators for Poverty

Facilitator: Elaine Zuckerman

Group 2:

Application of Tools and Methods for Gender Sensitive Budget Analysis

Facilitator: Winnie Byanyima

13:00 – 14:30 **LUNCH**

Working groups continue

15.45 – 16.00 **TEA BREAK**

16:00 – 18:00 Working groups continue

18:30 – 20:00 Cocktail Reception

DAY 3 **WEDNESDAY, 26 MARCH 2003**
REPORTS FROM WORKING GROUPS, WORKSHOP
RECOMMENDATIONS AND CLOSING
CHAIR: Emmie Wade, Deputy Chief, SA SURF

08:30- 10:30 Reports by Working Groups 1 and 2
(Presentation and Discussion)

10:30 – 10:50 **TEA/COFFEE BREAK**

11:00 – 12:30 Presentation and Discussion of Draft Work Plan

12:30-14:00 **LUNCH**

14:00 – 16:00 **Closing Ceremony**
CHAIR: Emmie Wade, Deputy Chief, SA SURF

Janet Kabebere-Macharia, Southern Africa SURF
Presentation of agreed Recommendations

Closing Ceremony

Remarks:

Nomcebo Mazini, *Regional Programme Director, UNIFEM*
Southern Africa

Closing Speech:

Joseph Mugore,
Chief, Southern Africa SURF